

***REGIONAL AGENCY INTEGRATED
WASTE MANAGEMENT PLAN
FIVE YEAR REVIEW REPORT***

Regional Waste Management Authority

**YUBA and SUTTER COUNTIES and the CITIES of LIVE OAK,
MARYSVILLE, WHEATLAND AND YUBA CITY**

Final Report

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prepared by

Aurora Environmental, Inc.

TABLE OF CONTENTS

<u>Section</u>	<u>Page</u>
1.0 INTRODUCTION AND BACKGROUND	1
1.1 RWMA BACKGROUND	2
2.0 SECTION 18788 (3) (A) THROUGH (H) ISSUES	3
2.1 OVERVIEW	3
2.1.1 Source Reduction and Recycling Element (SRRE)	4
2.1.2 Household Hazardous Waste Element (HHWE)	5
2.1.3 Nondisposal Facility Element (NDFE)	5
2.1.4 Regional Agency IWMP Summary Plan	5
2.2 DEMOGRAPHICS	5
2.3 QUANTITIES OF WASTE	6
2.4 FUNDING SOURCES	7
2.5 ADMINISTRATIVE RESPONSIBILITIES	7
2.6 PROGRAM IMPLEMENTATION	8
2.7 PERMITTED DISPOSAL CAPACITY	9
2.8 AVAILABLE MARKETS	9
2.9 IMPLEMENTATION SCHEDULE	10
3.0 LOCAL TASK FORCE REVIEW	10
4.0 SUMMARY STATEMENT	10
APPENDICES	

Appendix A - Local Task Force Comments

1.0 INTRODUCTION AND BACKGROUND

In July 1995, the Regional Waste Management Authority (RWMA) and its member jurisdictions adopted a Regional Agency Integrated Waste Management Plan (IWMP) Summary Plan. The California Integrated Waste Management Board (CIWMB) approved this Regional Agency IWMP on April 24, 1996. The IWMP incorporates the following planning documents, by reference:

- *Source Reduction and Recycling Element for the Bi-County Region (YUBA and SUTTER COUNTIES and the CITIES of LIVE OAK, MARYSVILLE, WHEATLAND and YUBA CITY), Final Draft, as submitted June 1992*
- *Source Reduction and Recycling Element for the City of Gridley, California, Final Draft, as submitted July 1992*
- *Household Hazardous Waste Element for the Bi-County Region (YUBA and SUTTER COUNTIES and the CITIES of LIVE OAK, MARYSVILLE, WHEATLAND and YUBA CITY), Final Draft, as submitted June 1992*
- *Household Hazardous Waste Element for the City of Gridley, California, Final Draft, as submitted July 1992*
- *Nondisposal Facility Element for the Regional Waste Management Authority (YUBA and SUTTER COUNTIES and the CITIES of GRIDLEY, LIVE OAK, MARYSVILLE, WHEATLAND and YUBA CITY), Final Draft, as submitted August 1994*

Existing law (Public Resources Code Section 41770) states that "each countywide or regional agency integrated waste management plan, and the elements thereof, shall be reviewed, revised, if necessary, and submitted to the board [California Integrated Waste Management Board] every five years in accordance with the schedule set forth under Chapter 7 (commencing with Section 41800)." The requirements of this review are further articulated in Title 14 of the California Code of Regulations Section 18788 as follows:

- Prior to the fifth anniversary of CIWMB approval of the regional agency IWMP, the Local Task Force (LTF) shall complete a review of the regional agency IWMP in accordance with Public Resources Code Sections 40051, 40052, and 41822, to assure that the regional agency's waste management practices remain consistent with the hierarchy of waste management practices defined in Public Resources Code Section 40051. The hierarchy of waste management practices is source reduction, recycling and composting, and environmentally safe transformation and landfilling. The overall goal is to reduce waste disposal amounts by 25 percent by 1995 and by 50 percent by 2000.
- The LTF shall submit written comments on areas of the regional agency IWMP which require revision, if any, to the regional agency and the CIWMB.
- Within 45 days of receiving the LTF's comments, the regional agency shall determine if a revision is necessary and notify the LTF and the CIWMB of its findings in a

regional agency IWMP review report.

When preparing the regional agency IWMP Review Report the regional agency is required to address at least the following:

- A. Changes in demographics in the regional agency;
 - B. Changes in quantities of waste within the regional agency;
 - C. Changes in funding sources for administration of the Siting Element and Summary Plan;
 - D. Changes in administrative responsibilities;
 - E. Programs that were scheduled to be implemented but were not, a statement as to why they were not implemented, the progress of programs that were implemented, a statement as to whether programs are meeting their goals, and if not what contingency measures are being enacted to ensure compliance with Public Resources Code section 41751;
 - F. Changes in permitted disposal capacity, and quantities of waste disposed of in the regional agency;
 - G. Changes in available markets for recyclable materials; and
 - H. Changes in the implementation schedule.
- Within 90 days of receipt of the regional agency IWMP review report, the CIWMB is required to review the regional agency's findings and, at a public hearing, approve or disapprove the findings.

RWMA staff prepared this IWMP Review Report first as a preliminary draft for the LTF's review and comment, and then as a final draft, incorporating the LTF's comments for submittal to the CIWMB.

1.1 RWMA BACKGROUND

When reviewing these planning documents, it is important to understand the relationship between the participating jurisdictions relative to the IWMP documents and to note the changes in the member jurisdiction composition of the RWMA. Initially, the Cities of Live Oak, Marysville, Wheatland and Yuba City and the unincorporated areas of Yuba and Sutter Counties entered into a Joint Powers Agreement (JPA) in mid-1990 to jointly address the provision of waste management

services including the planning for the future provision of waste management services, and to form the Bi-County Integrated Waste Management Authority (Bi-County Authority). The JPA now vests the RWMA with the power to cause to be prepared the Regional Agency Integrated Waste Management Plan including the Source Reduction and Recycling Element (SRRE), Household Hazardous Waste Element (HHWE), Nondisposal Facility Element (NDFE) and the Regional Siting Element. Additionally, the JPA empowers the RWMA to prepare, adopt and submit the necessary review and status reports for the Regional Agency IWMP and elements thereto.

A joint SRRE and HHWE were prepared and adopted by the six jurisdictions participating in the Bi-County Authority. The SRRE and HHWE for the City of Gridley, located in Butte County, were developed concurrently and in cooperation with the Bi-County Region because of the common solid waste management systems. The City of Gridley joined the JPA in July 1994, at which time the name of the JPA was also changed to the Regional Waste Management Authority (RWMA). As a result of these changes to the JPA, the Nondisposal Facility Element (NDFE) was prepared as a joint planning document for all seven of the jurisdictions participating in the RWMA.

In 1995, the jurisdictions participating in the RWMA also established a regional agency for the following purposes: 1) combining disposal and diversion quantities for determining compliance with the California Integrated Waste Management Act of 1989; 2) to allow for the efficient operation of diversion programs on a region-wide basis; 3) to develop the Regional IWMP including the SRRE, HHWE, NDFE, and the Regional Agency Siting Element and any additional elements or plans that may be required; 4) to assign responsibility for any civil penalties incurred pursuant to the California Integrated Waste Management Act of 1989 to the RWMA, serving as the regional agency; and, 5) for the RWMA and not Sutter and Yuba Counties to serve as the agency responsible for compiling the disposal information from haulers and facility operators for compliance with PRC Sections 41780 and 41821.5.

The Regional Agency Siting Element and IWMP Summary Plan were prepared under this regional agency agreement. If the Regional Agency Formation Agreement is terminated at some time in the future, the JPA would still allow the participating jurisdictions to prepare certain planning documents as joint planning documents.

Beginning in January 2001, the City of Gridley contracted with another waste hauling company and began participating in a different waste management system than the other member jurisdictions. As a result, the City of Gridley opted to terminate participation in the RWMA JPA and Regional Agency effective July 1, 2001.

2.0 SECTION 18788 (3) (A) THROUGH (H) ISSUES

2.1 OVERVIEW

RWMA staff reviewed each of the Regional Agency IWMP documents and found that the

documents, accompanied by the annual reports, continue to serve as appropriate reference tools for implementing and monitoring compliance with the California Integrated Waste Management Act of 1989. The IWMP Summary Plan adequately summarizes the solid waste and household hazardous waste management infrastructure within the bi-county area. The goals, objectives, and policies in the elements are still applicable and consistent with PRC 40051 and 40052.

2.1.1 Source Reduction and Recycling Element (SRRE)

The programs selected for implementation in the SRRE were reviewed. Nearly all programs or alternatives to the selected programs have been implemented. The annual reports and the Planning Annual Report Information System (PARIS) for the RWMA are up to date. Although there have been some changes in program implementation, schedules, costs, and results, these changes are not considered to be significant. Furthermore, it is felt that continued emphasis on program development, evaluation, and implementation is more important than refining the Regional Agency IWMP through a revision.

The diversion rates for the RWMA from 1995 to 2000 are presented in Table 2-1.

Table 2-1. Diversion Rate Trends (1995-2000)

Year	Diversion Rate
1995	26%
1996	20%
1997	20%
1998	23%
1999	29%
2000	34%

The RWMA member jurisdictions implemented new and expanded diversion programs in mid-2001. These programs are intended to assist the RWMA and its member jurisdictions to achieve the 50 percent diversion goal. Because these programs were implemented in mid-2001, the full effect of these programs is not expected to be realized until the end of 2003. These programs include:

- Curbside Recycling Program (commenced October 2001)
- Curbside Yard Waste Collection Program (commenced October 2001)
- Variable Can Rate Program (commenced October 2001)
- Second Commercial Corrugated Cardboard Collection Program (expansion began in May 2001, continued through September 2001 and is ongoing)
- Construction and Demolition Debris Sorting Line (commenced in August 2001)

The RWMA submitted a Time Extension Request under SB 1066 with the 2000 Annual Report to the CIWMB. An extension for achieving the 50 percent diversion goal until December 31, 2003, has been granted.

2.1.2 Household Hazardous Waste Element (HHWE)

The programs selected for implementation in the HHWE were reviewed. Nearly all programs or alternatives to the selected programs have been implemented. The annual reports and the Planning Annual Report Information System (PARIS) for the RWMA are up to date. The Yuba-Sutter HHW Facility continues to operate and HHW collection events are also held periodically with the assistance of CIWMB grant funding.

2.1.3 Nondisposal Facility Element (NDFE)

The NDFE was reviewed. The NDFE was amended in 2001 to include a new composting facility. The NDFE will also be updated through the 2001 Annual Report to reflect the departure of the City of Gridley from the RWMA.

2.1.4 Regional Agency IWMP Summary Plan (Summary Plan)

The Regional Agency IWMP Summary Plan was reviewed and has been updated through annual reports to the CIWMB. The departure of the City of Gridley from the RWMA will be addressed in the 2001 Annual Report.

2.2 DEMOGRAPHICS

Table 2-2 presents demographic changes from the RWMA's base year of 1990/1991 to the year 2000. These are the adjustment factors that are used in the adjustment method calculation for determining achievement of the 50 percent diversion goal. The RWMA region has experienced significant growth during this decade that has resulted in increased waste generation. These changes were anticipated in the planning documents and facilities and programs were sized accordingly.

Table 2-2. Demographic Changes*

Demographic Factor	1990/1991	2000	% Change
Population	124,172	143,580	16%
Employment	122,250	132,700	9%
Taxable Sales	\$855,780	\$1,468,158	72%
Statewide Consumer Price Index (CPI)	137.8	174.8	27%

*Values for adjustment factors as submitted in the RWMA's 2000 Annual Report to the CIWMB.

2.3 QUANTITIES OF WASTE

The total waste generation amount for the RWMA was 168,396 tons for the 1990/1991 base year. This represents approximately 7.4 pounds per person per day. The statewide average per capita waste generation amount in 1990 was approximately 8 pounds per person per day.

The reported disposal tonnage for the RWMA for the period 1995 through 2000, according to the CIWMB's Disposal Reporting System (DRS), is compiled in Table 2-3. The amount of waste disposal has increased and likely represents growth occurring in the RWMA region.

Table 2-3. Disposal Tonnage Trends (1995-2000)*

Year	RWMA
1995	127,289
1996	139,874
1997	161,094**
1998	138,389
1999	132,294
2000	134,118

*Source: CIWMB Website - Disposal Reporting System (DRS).

**Does not reflect deduction for disaster waste disposal in 1997.

Solid waste disposal and waste generation quantities were projected for the fifteen-year period, 1991 to 2006, in the SRREs. The projections for 2000 were compared with the disposal amount reported by the CIWMB's DRS and the calculated waste generation amount resulting from the adjustment methodology formula. The results of the comparison are presented in Tables 2-4 and 2-5. The DRS reported disposal amount is 31 percent higher than was projected in the SRRE. Although with the implementation of the new and expanded diversion programs in mid-2001, the DRS disposal amount should be reduced beginning in 2002.

The SRRE 2000 projected waste generation amount is 13 percent higher than the 2000 calculated estimated waste generation amount using the CIWMB's Adjustment Method. These amounts are relatively close, especially given that the 2000 calculated estimated waste generation amount does not account for revisions to the base year amounts resulting from AB 2494. As a result of this analysis, it is not recommended that the solid waste generation analysis presented in the SRREs be revised.

Table 2-4. Comparison of SRRE 2000 Projected Disposal Amount* and 2000 Reported Disposal Amount (DRS)

Jurisdiction	SRRE Projected (tons)	DRS Reported (tons)	% Difference
RWMA (without Gridley)	98,695	N/A	N/A
City of Gridley	3,876	N/A	N/A
RWMA Total	102,571	134,118	31%

*Does not account for revisions to the base year amounts resulting from AB 2494.

Table 2-5. Comparison of SRRE 2000 Projected Waste Generation Amount* and 2000 Calculated Estimated Waste Generation Amount (Adjustment Method)

Jurisdiction	SRRE Projected* (tons)	Adjustment Methodology (tons)	% Difference
RWMA (without Gridley)	226,722	N/A	N/A
City of Gridley	7,828	N/A	N/A
RWMA Total	234,550	203,025	13%

*Does not account for revisions to the base year amounts resulting from AB 2494.

2.4 FUNDING SOURCES

No changes have occurred in the basic funding sources for the administration of the Regional Agency Siting Element and the IWMP Summary Plan. A regulatory fee of \$0.50 per month is collected from each residential customer and a surcharge of approximately 3.2 percent per month is collected from commercial customers. These regulatory fees provide approximately \$400,000 annually with half used to fund the permanent HHW collection facility, load checking program, the public education and information program and a corporate education/compliance program for hazardous waste. The other half of the regulatory fees is designated for other RWMA program uses including RWMA and Local Enforcement Agency staffing; SRRE and HHWE program planning; CIWMB document preparation and updates; maintaining the disposal and diversion data reporting system; annual reports to the CIWMB; and, implementation of some SRRE programs.

2.5 ADMINISTRATIVE RESPONSIBILITIES

No changes have occurred in the administration of the Regional Agency IWMP. The RWMA is the primary administrative agency responsible for administration, coordination, maintenance and revision

of the Regional Agency IWMP. The Cities and Counties (member jurisdictions) are individually responsible for funding and/or implementing the source reduction, recycling, composting and special waste programs recommended for implementation in the SRRE and for continued support of the Yuba-Sutter HHW Facility and associated programs as adopted in the HHWE. The Cities and Counties are responsible for budgeting and contracting for all solid waste collection and disposal services and for any diversion program not provided directly by the jurisdiction. The RWMA does not have the authority to directly implement new programs, and only provides planning assistance and monitoring functions for programs funded and/or implemented by the member jurisdictions. The Cities and Counties and the RWMA are all responsible for public information programs as specified in the SRRE and HHWE.

2.6 PROGRAM IMPLEMENTATION

The annual reports have provided updated information concerning program implementation. Nearly all selected programs have been implemented. Notable changes from the Regional Agency IWMP include:

The SRREs did not include curbside recycling as a selected program.

A source separated, commingled curbside recycling program was implemented at Beale Air Force Base in 1997, in January 2001 in the City of Gridley, and in most of Yuba and Sutter Counties in October 2001. Telephone book and Christmas tree recycling programs implemented in 1997 were also not included in the SRRE. These programs were subsequently incorporated into the curbside recycling program. The commingled materials are processed at the MRF in Marysville instead of processing mixed waste.

Establish a second operating line/shift at the MRF in Marysville.

This program expansion was not implemented as originally planned. Beginning in October 2001, the sort line has been used to process the commingled recyclable materials collected in the curbside recycling program.

Cooperate with the County Public Works Departments and landfill operators in developing a construction and demolition debris recovery program, including establishing a modified tipping fee structure and negotiating financing and reimbursement arrangements.

Instead of the proposed program, a construction and demolition debris sort line was installed at the MRF in 2001.

YSDI MRF Yard Waste Composting Program. This program was proposed to recover yard waste at the MRF and to permit and develop a composting facility at the landfill in Marysville. At the time that the SRRE was developed there were concerns regarding the quality of the

finished compost material, and it was proposed to be used as alternative daily cover at the landfill. At the time that the SRRE was adopted, CIWMB regulations required that yard waste used as alternative daily cover be composted prior to use.

While a composting facility was permitted at the landfill in Marysville in 1996 and is still active, this program was modified. In 1997, curbside collection of yard waste was implemented at Beale Air Force Base, as well as recovery of yard waste and receipt of source separated yard waste at the MRF. In January 2001, curbside yard waste collection was implemented in the City of Gridley and in the other six jurisdictions in October 2001. The material is processed and used as alternative daily landfill cover.

The SRREs did not include scrap metal salvage at the transfer stations.

This program was implemented prior to 1990.

The SRREs did not include electronic waste recycling as a selected program.

An electronic waste recycling program commenced at the Marysville MRF in 2001.

The new and expanded diversion programs implemented in mid-2001 are intended to assist the RWMA and its member jurisdictions to achieve the 50 percent diversion goal. Because these programs were implemented in mid-2001, the full effect of these programs is not expected to be realized until the end of 2003. The RWMA submitted a Time Extension Request under SB 1066 with the 2000 Annual Report to the CIWMB. An extension for achieving the 50 percent diversion goal until December 31, 2003, has been granted.

2.7 PERMITTED DISPOSAL CAPACITY

The Ostrom Road Landfill continues to have in excess of 15-years capacity. As reported in the 1999 Annual Report, the estimated remaining site life was 40 years. The trend in the quantities of solid waste disposed of from the RWMA region are presented in Table 2-3 above and are expected to be reduced in 2001 by the departure of the City of Gridley from the RWMA and again in 2002 with the implementation of the new and expanded diversion programs.

2.8 AVAILABLE MARKETS

Markets for recovered recyclable materials have been available. Though market prices and material supply and demand often fluctuate, outlets continue to be available.

2.9 IMPLEMENTATION SCHEDULE

Changes in the implementation schedule have occurred. In addition, the RWMA fulfilled the conditions of a June 1999 Compliance Order issued by the CIWMB that was rescinded in 2001. The new and expanded diversion programs implemented in mid-2001 are intended to assist the RWMA and its member jurisdictions to achieve the 50 percent diversion goal. Because these programs were implemented in mid-2001, the full effect of these programs is not expected to be realized until the end of 2003. The RWMA submitted a Time Extension Request under SB 1066 with the 2000 Annual Report to the CIWMB. An extension for achieving the 50 percent diversion goal until December 31, 2003, has been granted.

3.0 LOCAL TASK FORCE REVIEW

The Yuba-Sutter Local Task Force met on April 18, 2002, to review and comment on the Preliminary Draft Regional Agency IWMP Five Year Review Report for the RWMA. A meeting summary is included as Appendix A to this report. The Local Task Force concurred with RWMA staff regarding the analysis of the Regional Agency IWMP documents and program implementation as presented in the Five Year Review Report with minor corrections. The Local Task Force also concurred with RWMA staff's conclusion that revision of the Regional Agency IWMP is not warranted at this time.

4.0 SUMMARY STATEMENT

The overall framework of the Regional Agency IWMP is still applicable. The goals, objectives, policies, waste management infrastructure, funding sources, and responsible administrative organization noted throughout the Regional Agency IWMP are accurately described. Nearly all of the selected or alternative programs have been and are continuing to be implemented. Although a few programs have been revised, overall program implementation has been discussed in the annual reports and the PARIS has been kept updated. For these reasons, the RWMA staff does not believe that revision of the Regional Agency IWMP is warranted at this time.

APPENDIX A

YUBA-SUTTER AB 939 LOCAL TASK FORCE MEETING SUMMARY April 18, 2002

The April 18, 2002, meeting of the Regional AB 939 Task Force was held at the Regional Waste Management Authority's offices at 11:00 a.m. Members and alternates present were Thomas Last, Linda Wise, Roy Crabtree, Doug Sloan, Steve Casey, Tejinder Maan and John Wright. Keith Martin and Alyson Burleigh from Aurora Environmental, Inc. were present as staff.

1. The meeting was called to order with introductions being made.
2. Keith and Alyson presented the Preliminary Draft Regional Agency Integrated Waste Management Plan (IWMP) Five Year Review Report for the RWMA and process.
3. The following comments regarding the preliminary draft report were offered by Local Task Force members:

Doug Sloan suggested that the information on page 8 regarding the YSDI composting facility be modified to indicate that the facility was permitted in 1996 and that the permit is still active.

Doug Sloan also suggested that the new electronic waste recycling program be added to the list of programs that were implemented, but that were not selected for implementation in the Source Reduction and Recycling Element. References to the time extension request should be modified to indicate that the CIWMB granted the time extension through December 31, 2003.

The Local Task Force otherwise concurred with RWMA staff regarding the analysis of the Regional Agency IWMP documents and program implementation as presented in the Five Year Review Report.

The Local Task Force also concurred with RWMA staff's conclusion that revision of the Regional Agency IWMP is not warranted at this time.

4. The proposal to extend the curbside recycling program to 200 interested businesses and to convert businesses in the existing office paper program to this service was also discussed. This program will not be addressed in the Five Year Review Report because it is still in the proposal stage.
5. Doug Sloan also indicated that in future detailed rate reviews, the jurisdictions may want to consider a mandatory recycling program for multi-family residences.
6. Keith and Alyson also provided the task force with updates regarding other grant programs including waste tires, agricultural oil, electronic waste recycling and HHW collection events. Additionally, Keith and Alyson provided an update regarding the upcoming Indexed Rate Adjustment.